REPORT
OF THE
JOINT INSPECTION UNIT

GENERAL ASSEMBLY

OFFICIAL RECORDS: FORTY-SIXTH SESSION

SUPPLEMENT No. 34 (A/46/34)

UNITED NATIONS

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NOTE

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FOREWORD

The Joint Inspection Unit (JIU) was created on an experimental basis under General Assembly resolution 2150 (XXI) of 4 November 1966. On 1 January 1978 the Statute of the Unit, as adopted by the General Assembly in its resolution 31/192 of 22 December 1976, took effect. By this action the Unit became a subsidiary organ of the legislative bodies of the organizations within the United Nations system which have accepted the said Statute. These organizations, known as the participating organizations, are listed in section II of the present report. The main purpose of the Unit is to enhance the administrative efficiency and proper use of funds by the organizations.

According to its Statute, the Unit shall satisfy itself that the activities undertaken by these organizations are carried out in the most economical manner and that optimum use is made of resources available for the execution of their activities. The Unit is composed of 11 Inspectors, having experience in administrative and financial matters and appointed by the General Assembly on the basis of equitable geographical distribution. They serve in their personal capacity for a term of five years, renewable once. Inspectors have the broadest powers of investigation in all matters having a bearing on the efficiency of services and proper use of funds and may make on-the-spot inquiries and/or studies as they see fit. They are mandated to inspect or evaluate the activities of participating organizations and make recommendations aimed at improving management and methods and at achieving greater coordination among these organizations. The Unit submits an annual report to the General Assembly and to the governing bodies of the participating organizations.

The present report is the twenty-third prepared by the Unit since its establishment. 1/

PART ONE

I. INTRODUCTION

1. The present report gives an account of the Unit's activities during the period 1 July 1990 to 30 June 1991. This year's report, however, differs from previous ones. The report's structure is basically the same, as are the summaries of each JIU report issued during the period, but considerable new material has been added, particularly concerning the development of future work programmes and follow-up of recommendations made in past JIU reports.

2. The new approach aims to provide more substantive information in each JIU annual report on the prospective, ongoing and follow-up work of the Unit. The Inspectors hope that this approach will allow continuous dialogue with the General Assembly, other governing bodies and secretariats of the participating organizations on the content and implementation of the JIU work programme. Such a dialogue seems particularly important in the light of changing international priorities and needs, as well as renewed expectations vested in the United Nations system by the international community, so that the Unit can best contribute to improving the operations and programmes of the United Nations system.

3. This annual report also reflects continuous efforts to improve the Unit's overall functioning and to enhance the quality and effectiveness of its reports. It embodies the ideas for further improvement which the General Assembly has recommended in its recent resolutions concerning JIU, particularly resolutions 42/218 of 21 December 1987, 43/221 of 21 December 1988, 44/184 of 19 December 1989 and 45/237 of 21 December 1990.

4. This year's report addresses particularly the specific recommendations made by the General Assembly to the Unit in resolution 45/237. Actions being taken are presented in the appropriate sections of sections IV, V, VI and VII.

5. The current period offers a good opportunity to reassess the Unit's activities and establish a more dynamic process for steadily improving its work and better fulfilling the expectations of participating organizations. JIU is now in the midst of major changes affecting its composition and staff. Since last year two new Inspectors have taken up their functions and a new Executive Secretary has been appointed. In addition, in 1992 there will be at least four new Inspectors and a senior research officer will be replaced. Some of these officials will have spent 10 years with JIU. Thus, the Unit will be able to blend fresh ideas with accumulated experience, in order to enhance implementation of its mandate.

II. PARTICIPATING ORGANIZATIONS

6. The following are the participating organizations of JIU:

United Nations and its affiliated bodies

International Labour Organisation (ILO)

Food and Agriculture Organization of the United Nations (FAO)

United Nations Educational, Scientific and Cultural Organization (UNESCO)

International Civil Aviation Organization (ICAO)

World Health Organization (WHO)

Universal Postal Union (UPU)

International Telecommunication Union (ITU)

World Meteorological Organization (WMO)

International Maritime Organization (IMO)

World Intellectual Property Organization (WIPO)

United Nations Industrial Development Organization (UNIDO)

International Atomic Energy Agency (IAEA).

III. COMPOSITION OF THE UNIT

7. The composition of the Unit as at 30 June 1991 was as follows:

Mr. Raúl Quijano (Argentina),** Chairman

Mr. Adib Daoudy (Syrian Arab Republic),* Vice-Chairman

Mr. Andrzej Abraszewski (Poland)****

Mrs. Erica-Irene Daes (Greece)****

Mr. Richard V. Hennes (United States of America)****

Mr. M. Salah E. Ibrahim (Egypt)*

Mr. Kahono Martohadinegoro (Indonesia)***

Mr. Boris P. Prokofiev (Union of Soviet Socialist Republics)*

Mr. Siegfried Schumm (Germany)*

Mr. Kabongo Tunsala (Zaire)****

Mr. Norman Williams (Panama)*

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* Term of office expires on 31 December 1992.

** Term of office expires on 31 December 1993.

*** Term of office expires on 31 December 1994.

**** Term of office expires on 31 December 1995.

8. In accordance with article 18 of its Statute, the Unit elected Mr. Raúl Quijano Chairman and Mr. Adib Daoudy Vice-Chairman for the calendar year ending 31 December 1991. In the same year, two new Inspectors, Mr. Andrzej Abraszewski and Mrs. Erica-Irene Daes, took up their functions. During the year 1990, Mr. Kabongo Tunsala and Mr. Raúl Quijano were Chairman and Vice-Chairman, respectively.

9. Since the terms of office of Mr. Daoudy, Mr. Ibrahim, Mr. Prokofiev, Mr. Schumm and Mr. Williams expire on 31 December 1992, the General Assembly will, in conformity with articles 2, 3 and 4 of the Unit's Statute, consider at its forty-sixth session the appointment of Inspectors to fill the resulting vacancies.

IV. SECRETARIAT

10. The General Assembly, in paragraph 3 of its resolution 45/237 of 21 December 1990 on the Joint Inspection Unit, requested "the Secretary-General to review, in the context of the proposed programme budget for the biennium 1992-1993, the research and analytical capacity of the secretariat of the Joint Inspection Unit in order to enhance its performance, with due respect to the Statute of the Unit". Previously, in paragraph 12 of resolution 43/221 of 21 December 1988, the General Assembly had invited the Secretary-General, in consultation with JIU, "to ensure the maintenance of an efficient and effective research capacity within the secretariat of the Unit".

11. The secretariat of the Unit consists at present of an Executive Secretary at the D-2 level, 7 research officer posts (3 P-5, 1 P-4, 2 P-3 and 1 P-2) plus 10 General Service posts. This manning table has remained at the same level for over 10 years, but is now proving increasingly inadequate for the nature and scope of the Unit's work, which includes more and more complex and system-wide projects. Moreover, the fact that there are 11 Inspectors but only 7 research officer posts at widely different levels of responsibility further constrains the output of the Unit.

12. In recognition of these constraints which are adversely affecting the work of the Unit and pursuant to the resolutions cited above, the Inspectors, in conformity with article 20 of the JIU Statute, proposed the following strengthening measures:

(a) Addition of 2 research officer posts (at D-1 and P-4 levels);

(b) An increase in the Unit's travel budget to enable Inspectors and research staff to cover more adequately the expanding activities of the United Nations system in sectors such as peace-keeping and peacemaking, humanitarian assistance, management of refugee flows and the like;

(c) The acquisition of computer workstations.

13. In submitting these proposals, the Inspectors carefully weighed the implications thereof for the Unit's participating organizations. In the Inspectors' best judgement, the proposed measures are required to give effect to the relevant provision of the aforementioned General Assembly resolutions calling for strengthening the research and analytical capacity of the JIU secretariat.

14. The Unit intends to utilize the above-mentioned additional staff resources for the following purposes:

(a) A Principal Research Officer (D-1) to exercise first-line responsibility for the operation of the Unit's research facilities. The incumbent would have special responsibility for developing and improving methodology of JIU reports, for the follow-up of actions taken by the relevant legislative bodies of organizations within the United Nations system and for the implementation of JIU recommendations;

(b) A Research Officer at level P-4 to strengthen the JIU's capacity in the field of evaluation. In addition, the incumbent would assist in the computerization of JIU's work and the development and maintenance of its database.

15. In paragraph 2 (c) of its resolution 45/237, the General Assembly also encouraged the Unit:

> "To make every effort to shorten its reports, using comparative tables and graphics whenever appropriate, and to include therein an executive summary of its recommendations in order to facilitate the consideration of its reports;".

16. In this regard, JIU had already identified the need for broad-scale installation of computers for assistance in research and in report preparation and presentation. This will include appropriate software to produce tables, graphs, diagrams and charts which will improve the presentation and impact of JIU reports. In addition, access to bibliographic and external databases can improve JIU data gathering and additional software can facilitate more systematic and in-depth quantitative analysis. The Unit also plans to employ its computer capabilities to develop a management information system based on JIU reports and substantiating data, for purposes of follow-up, planning and cross-reference in the many areas of United Nations system work where JIU has been active.

17. The Unit has also heeded the request for shorter reports and executive summaries. Executive summaries are now included in every JIU report, and several reports issued recently are far shorter than in the past. The Inspectors want to make their reports as concise as possible, but also to present the facts and reasoning involved clearly and convincingly. Balancing these two objectives is a particular challenge for system-wide, in-depth, and evaluative studies. Nevertheless, the Unit will continue to strive to shorten its reports. It will also seek new reporting formats to provide both summary information and more detailed information and analysis.

V. WORK PROGRAMME

18. The Unit drew up its work programme for 1991 in accordance with article 9 of its Statute, taking into account requests and suggestions made by the participating organizations. It has been circulated by the Secretary-General as an annex to document A/46/89. The aims and focus of each study are described briefly and evaluation studies are so identified. Studies that are likely to be undertaken in the 1992-1993 period are shown separately in the work programme.

19. As part of the ongoing reassessment of its work, the Unit plans to make further changes in the preparation of its work programmes. The JIU annual reports issued in 1985 and 1987 discussed some improvement efforts, and the General Assembly resolutions for the past three years have urged more careful selection of studies in various areas. In paragraph 2 of resolution 45/237 the General Assembly encouraged JIU:

> "(a) To take a more selective approach in drawing up its work programme to give greater attention to management, budgetary and administrative issues, including those identified by the Advisory Committee on Administrative and Budgetary Questions in its report on the administrative and budgetary co-ordination of the United Nations with the specialized agencies and the International Atomic Energy Agency, and by the Board of Auditors in its audit opinions and reports, as well as those areas of the United Nations system undergoing reform;"
>
> "(e) To concentrate on specific and practical operational problems and to address more precisely defined questions."

20. The Inspectors had hoped that the measures they had recently taken - more careful internal appraisal of individual study proposals, identifying some proposals as preliminary studies for the longer term, and encouragement to the General Assembly and other governing bodies to suggest suitable topics - would enhance the work-programming process. There has been some improvement, but the Inspectors believe that further effort on their part in two particular areas could considerably strengthen the future selection of topics for review.

21. First, the Unit intends to consult much more actively with its participating organizations, and to focus more systematically on their changing priorities and concerns. The Inspectors and the JIU Executive Secretary will make a concerted effort to meet with the organizations on a mopre regular basis in order to discuss work programme issues, and will establish an orderly system to keep better track of the issues and problems raised in their governing bodies. This should enable the Unit to identify more easily common issues and areas where JIU studies could make significant contributions.

22. An important element of this more active consultation involves the ACABQ and the Board of Auditors, as recommended by the General Assembly. JIU has maintained contracts, information exchanges, and occasional meetings with these groups in the past, seeking to exchange information and to avoid duplication. The Inspectors agree that increased cooperation could improve the Unit's work if it maintains effective liaison and follows the work of these

bodies more closely and more analytically. Therefore, they will actively seek out new areas of joint activity on management, budgetary and administrative issues, especially with the Advisory Committee on Administrative and Budgetary Questions. JIU will also more actively discuss important issues and priority concerns with the internal and external auditors, inspectorates and evaluation and management service units of the various organizations.

23. Second, the Unit believes that its recent efforts to appraise individual study proposals carefully need to be supplemented by a more comprehensive work-programming framework and strategy. During the late 1970s and early 1980s, JIU did in fact develop and use an informal, internal five-year work programme which set out a sequence of studies in each of the major subject areas of JIU work. The object of this process was not to establish a rigid blueprint, which is not possible in the light of constantly changing circumstances. Instead, like the medium-term plans of United Nations organizations, the process sought to stimulate longer-term thinking (instead of day-to-day preoccupations), to consider emerging issues and priorities, to assess more closely relationships among current JIU studies and follow up past work, and to instil more strategic perspectives and reflection into the JIU work-programming process.

24. The Inspectors believe that emphasis on expanded dialogue, consultation, and new research and information technologies (as discussed in paragraphs 16, 21-22, 25 (c), and 51 of this report) can greatly facilitate a stronger programming approach. They will thus be reintroducing more systematic and long-range thinking into the JIU work-programming process on a year-round basis.

25. As examples of the broader programme issues which the Inspectors will be considering, they wish to mention three important areas where such work is already under way.

(a) Evaluation:* Evaluation was made an explicit part of the Unit's work in 1978 when JIU was permanently established. Resolution 41/213, which approved the recommendations of the Group of High-Level Intergovernmental Experts to Review the Efficiency of the Administrative and Financial Functioning of the United Nations (Group of 18), underlined also the evaluation component in the Unit's mandate. Since 1977, the Unit has prepared an extensive series of studies on evaluation methodology and the development of internal evaluation throughout the United Nations system. JIU has also prepared a series of evaluations of various programmes, projects, or processes. Over this period, however, there has been a great change from minimal evaluation-reporting and very few evaluation units in the late 1970s, to well-established and active evaluation systems in most organizations today. In addition, extensive evaluation and in-depth review capacities have developed outside the United Nations system. The Inspectors are currently assessing their future evaluation direction and role in the light of these changes;

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* This subject is dealt with in detail in Part Two of the present report.

(b) Coordination and cooperation: JIU also has the task, inter alia, of facilitating greater coordination among organiztions. The Unit has always addressed coordination issues in its reports, and during the late 1970s and early 1980s it prepared a set of reports on specific coordination matters relating, among other things, to General Assembly resolution 32/197 on restructuring of the economic and social sectors of the United Nations. At present, there is much renewed interest in closer cooperation and improved coordination of various activities - in particular, operational activities for development. Accordingly, JIU is: (a) completing a study on cooperation of system organizations with multilateral financial institutions; (b) conducting a study on decentralization as follow-up to JIU reports on this issue in the mid-1970s and on field offices in 1986; (c) studying the revised UNDP round-table process; and (d) starting a new study on operational and management issues of United Nations system cooperation with non-governmental organizations (NGOs). In addition, the Unit has requested input from the organizations on major coordination issues which they believe should be addressed in future JIU studies. In conducting all these studies, the Inspectors will pay particular attention to their interrelationships and broader implications;

(c) Management, budgetary and administrative issues: The Unit has steadily increased its work in these areas, in accordance with the requests of the General Assembly over the past three years. Examples of recent reports are a comparative analysis of budgeting in the United Nations system, the introduction of optical disc systems, sources of procurement for technical cooperation projects, administration of extrabudgetary resources of the United Nations and certain aspects of perso[illegible] matters. As discussed above, the Unit desires to work much more actively in future with the Advisory Committee on Administrative and Budgetary Questions, the Board of Auditors and other review bodies. It believes that such efforts will enable it to identify and analyse more effectively important management, budgetary and administrative issues as they emerge, to work in a much more collaborative and complementary way with the other bodies, and ensure that the topics which JIU reports on are the most significant ones for particular organizations or for the system as a whole. Special attention will also be given to requests by Member States that the Unit should follow the process of reform and renewal in the United Nations, most recently given impetus by the recommendations endorsed in General Assembly resolution 41/213 of 19 December 1986 on the review of the efficiency of the administrative and financial functioning of the United Nations.

VI. FOLLOW-UP OF REPORTS

A. Implementation of JIU recommendations

26. As is done each year, the Secretary-General has issued a report on the implementation of recommendations of the Joint Inspection Unit (A/46/219). The 1991 report includes information on the status of implementation of recommendations contained in six JIU reports which were issued in 1988 and 1989.

27. In paragraph 2 (d) of resolution 45/237, the General Assembly requested JIU to provide, in its annual report, a more detailed commentary on the implementation of its recommendations by the United Nations and other participating organizations. The Unit presents the following comments on the six reports, in the same order as that used in the Secretary-General's report. The Inspectors will continue such reporting in future JIU annual reports.

1. Reporting on the performance and results of United Nations programmes: Monitoring, evaluation and management review components (JIU/REP/88/1, January 1988: A/43/124, 4 February 1988)

28. Ever since the 1950s, the General Assembly has emphasized the need for careful reviews by governing bodies of the performance of the United Nations Secretariat. In 1972, the Secretary-General first proposed an integrated programme-planning system which would greatly aid decision-making by giving:

> "... programme formulating bodies ... a full report on the implementation and achievement of the previous biennium. Thus, at one time and in the same way they could see the past performance, the present proposals and the implications for the future." 2/

29. In seven reports on Secretariat evaluation efforts (in 1977, 1978, 1981, 1982, 1983, 1984 and 1985) 3/ JIU consistently emphasized the need for reporting on performance and results to support effective programme decision-making. Yet the 1985 report concluded that, despite repeated expressions of concern from the General Assembly, the United Nations Secretariat had made painfully slow progress. It was still preoccupied with system design, methodology and staffing issues, and had fallen behind other organizations in the system that were actively using evaluation and reporting thereon to governing bodies (A/41/201, paras. 21-30).

30. When the Fifth Committee expressed deep concern at the almost total lack of information on past performance in 1985, the Secretariat promised to provide much clearer, more extensive and more analytical information on programme quality and results in the future, and JIU decided to prepare yet another report (A/43/124, paras. 10-17). But the 1988 JIU report revealed almost no progress. It reviewed in detail the long history of efforts to establish programme-performance reporting. It analysed the many inadequacies of the very mechanistic, quantitative present reports and the weaknesses of other performance review and evaluation efforts.

31. JIU proposed a specific, modified reporting format to provide timely, qualitative information on performance and results to governing bodies (as envisioned in 1972). It also recommended evaluation training, the need for evaluative review of the more than $US 300 million spent annually on administrative programmes, and better management-information systems (ibid.).

32. In 1988, the General Assembly emphasized that "future programme performance and evaluation reports should assist Member States in measuring results against established objectives", and it requested the Secretary-General to prepare a report covering each of the recommendations that JIU had made (resolution 43/219, ninth preambular paragraph and section III).

33. The Secretary-General's 1989 report, however, argued that the internal evaluation system was too underdeveloped to support the revised performance-reporting system that JIU suggested. It advocated maintaining the existing quantitative information as the "only overview" available. It also cited very vague actions in response to the other three JIU recommendations (A/44/233). The General Assembly then re-emphasized the need for further improvement, but only in general terms (resolution 44/194, eighth and ninth preambular paragraphs, and sections III and IV).

34. In 1990, the performance report for the 1988-1989 biennium was issued (A/45/218 and Add.1). The Advisory Committee on Administrative and Budgetary Questions cited the limitations of the report, questioned its usefulness to Member States and felt that it should be suspended pending resolution of the underlying methodological difficulties (A/45/617, para. 23). The Committee for Programme and Coordination (CPC) found that "major methodological problems" still existed and were so serious as to prevent specific conclusions on programme performance. It emphasized the need for improvement in analytical content, scope and specific methods, and requested the Secretary-General to report to it on this topic in 1991. 4/ The General Assembly endorsed the conclusions and requests of CPC. It also requested the Secretary-General to develop procedures to put JIU's and other recommendations to better use in the programme-planning process (resolution 45/253, sections II and III, and section I, para. 18).

35. The Secretary-General's 1991 report made no reference to the 1988 JIU report. It proposed no fundamental or significant programme-performance reporting changes, opting instead for a more elaborate categorization of secretariat activities. It concluded by emphasizing that:

> "the question of the quality of the outputs and services provided by the Organization in relation to its objectives would remain outside the scope of such monitoring of programme implementation" (A/46/173, para. 11).

36. The report of CPC (A/46/16) of June 1991 noted that these proposed incremental changes could help to improve future programme-performance reports. It stated that such reporting was not programme evaluation but should still assess programme implementation and quality in order to aid governing bodies' decision-making, and emphasized that such reporting should lead to greater accountability of programme managers.

37. The Joint Inspection Unit's 1988 report is still entirely valid. The Inspectors hope that the United Nations Secretariat will, in the near future, install and use systematic, result-oriented programme performance and evaluation-reporting as other agencies have done, to overcome the many years of delay and stopgap adjustments. Because so little has changed, however, JIU again offers its 1988 report, with in-depth analysis of the many continuing programme performance and evaluation-reporting problems, for consideration by CPC, the Advisory Committee on Administrative and Budgetary Questions, and the Fifth Committee of the General Assembly during their continuing deliberations on this critically important - and clearly incomplete - element of the United Nations programming cycle.

2. Evaluation of rural development activities of the United Nations system in three African least developed countries (Burkina Faso, Burundi, United Republic of Tanzania) (JIU/REP/89/2, March 1989: A/45/76, E/1990/12, 10 January 1990)

38. The report, in general, was favourably received by members of the Administrative Committee on Coordination (ACC). The Secretary-General's comment, addressed to the General Assembly, stated that "while the analysis is in general critical, ACC appreciates the intention of the report to examine past selected experiences with a view to improving the efficiency and effectiveness of technical assistance of the United Nations system ..." (A/45/76/Add.1, para. 4). The organizations concerned agreed and/or fully supported 7 of the 11 recommendations made in the report. They have expressed their reservations on recommendations 4, 5, 7 and 8.

39. Recommendation 4 suggested that more experience should be gained with rural development activities which involve at least a partial financial commitment on the part of beneficiaries (e.g., loans, credit schemes, revolving funds) in addition to contributions in kind. The organizations indicated that they will report on the implementation of this recommendation as they gain more experience with rural development activities of this nature. Recommendation 5 deals with the concept of a new type of Professional with multidisciplinary rather than compartmentalized technical specialization, which could result in fewer expatriate personnel. It was felt by the organizations that the recommendation concerning a reduction in expatriate personnel could be endorsed in a number of country/sector/situations, but not in general terms. With regard to Professional staff with multidisciplinary expertise, due attention was being paid to this aspect at the recruitment stage. The intent of recommendation 7, which is to keep the number of intermediaries to a minimum and to involve the local institutions of beneficiaries, can be supported. Most members of ACC, however, do not subscribe to the view that project management units (PMUs) should invariably be avoided, but accept that they should increasingly reflect local circumstances and opportunities. Recommendation 8 contains ideas similar to recommendation 5, and the organizations stated that the comments under recommendation 5 mentioned above also apply to recommendation 8.

40. At its 17th meeting in July 1989, the ACC Task Force on Rural Development, the lead agency, considering that the findings and conclusions of

the JIU report were of great importance to the work of the Task Force, decided to include it as an agenda item.

41. The usefulness of the report was acknowledged and during the discussion it was noted that much of its content coincided with the views and preoccupations of ACC Task Force members. At this stage, given the limited information received from agencies, the Unit is not in a position to make a comprehensive assessment of implementation of the recommendations contained in the report. However, the Inspectors are satisfied that there was a general positive reaction to their report.

3. Review of the United Nations public information networks: Reorganizaiton of the Department of Public Information (JIU/REP/89/5, June 1989: A/44/433, 2 August 1989) Review of United Nations public information networks: United Nations information centres (JIU/REP/89/6, May 1989: A/44/329, 16 June 1989)

42. The Unit notes with satisfaction that over 80 per cent of the recommendations contained in these reports, which were submitted to the forty-fourth session of the General Assembly in 1990, have either been or are being implemented. The few recommendations on which it has not yet been possible to take action should continue to be kept under active review for eventual implementation whenever appropriate.

4. Practices and procedures aimed at a more equitable geographical distribution of sources of procurement for technical cooperation projects (JIU/REP/89/8, June 1989: A/44/646, 17 October 1989)

43. According to the information provided in the Secretary-General's report on implementation of recommendations of the Joint Inspection Unit (A/46/219, paras. 70-75), the organizations concerned agreed with four of the five recommendations contained in the report. However, it is regretted that recommendation 1, which requested the General Assembly and/or the Governing Council of UNDP to establish specific procurement targets for both the developing countries and underutilized major donor countries, was not accepted. The decision has been taken on the grounds that it would be difficult to set targets by agency, region or country, and that it would be preferable to set targets for the system as a whole. It was also indicated that in due course, with better information and greater availability of quality products which compete on the open market, the system may be able to adopt country targets.

44. It is believed that, with the exception of high-technology goods, the United Nations system could attempt to establish specific procurement targets for common user products which could be easily obtained at the local level. This would no doubt assist the organizations to respond more quickly to the repeated request made by the General Assembly to attach high priority to increasing substantially procurement from developing countries, in order to promote collective self-reliance. In addition, when there is a target to be met, there would also be a measuring scale to ascertain what has been done.

5. From the optical disc pilot project at UNOG to an optical disc system for the United Nations (JIU/REP/89/11, October 1989: A/44/684, 25 October 1989)

45. The authors of the above report regret that significant and costly delays have occurred in putting into effect the provisions of General Assembly resolution 44/201 B of 21 December 1989. This resolution requested the Secretary-General to implement the optical disc system as outlined by the Joint Inspection Unit, in accordance with the recommendations of the Advisory Committee on Administrative and Budgetary Questions, and taking into account the views expressed by Member States at the forty-fourth session of the General Assembly. Up to July 1991, a contract ready to be awarded to the successful bidder of the Request for Proposals (RFP), and the New York Steering Committee was requested to work out its technical details. The Inspectors are of the opinion that the authorized implementation of the operational phase of the project would undoubtedly have been substantially accelerated, and unnecessary expenditures avoided, if it had been assigned for action to personnel whose positive commitment to the project was more pronounced.

B. Late issuance of comments by executive heads or the Administrative Committee on Coordination on the reports of the Joint Inspection Unit

46. The General Assembly, in paragraph 2 of its resolution 45/237, encouraged JIU:

> "(a) To make every possible effort to issue its reports well in advance of the meetings of the governing bodies of its participating organizations, in particular the General Assembly, and of the relevant subsidiary bodies, to ensure that the comments of the Secretary-General and those of the Administrative Committee on Coordination, where pertinent, are issued in accordance with existing regulations for the timely receipt of documentation;".

47. The JIU Statute (art. 11, paras. 4 (d) and (e)) provides time-limits for the issuance of comments on JIU reports by executive heads of the participating organizations or ACC. These limits are: not later than three months after receipt of a report addressed for action to only one organization; and not later than six months for reports addressed to more than one organization for action. In many instances, these time-limits have not been respected and this has delayed consideration of JIU reports by legislative bodies. When possible, JIU schedules the production of its reports in the light of the calendar of meetings of legislative bodies, but this is nullified by the tardy preparation of comments from executive heads or ACC. JIU has made the following analysis of delays in submitting comments on 50 JIU reports produced in the period January 1985 to June 1991:

DELAY IN SUBMITTING COMMENTS ON JIU REPORTS ISSUED FROM JANUARY 1985 TO JUNE 1991

Delay (in months)	Submissions from ACC		Submissions from executive heads		Total for all submissions	
	No. of reports	%	No. of reports	%	No. of reports	%
No delay	5	21.74	6	22.22	11	22.00
1-2	6	26.09	5	18.52	11	22.00
3-6	5	21.74	9	33.33	14	28.00
7-12	5	21.74	5	18.52	10	20.00
over 12	2	8.70	2	7.41	4	8.00
Total	23	100.00	27	100.00	50	100.00

48. A similar problem in issuing timely comments on JIU reports arose in the early 1980s. In its annual report for 1983, the Unit informed the General Assembly that 68 per cent of the comments on reports were issued after the time-limit had passed. For a brief period thereafter the situation improved somewhat. The table above indicates, however, that comments on 78 per cent of JIU reports produced between 1985 and 1991 were tardy. The average number of days of delay was 163, or five and a half months beyond the established limits.

49. It appears that current issuance of comments is much later than was the case in the early 1980s. The table above shows that 22 per cent of the comments on the 1985-1991 reports were issued one to two months late, 28 per cent three to six months late, and 28 per cent more than six months late. Since the corresponding figures in the 1983 JIU annual report were 32, 19 and 17 per cent, it appears that there is an increasing delay in producing comments.

50. The Unit is aware that timely consideration of reports by legislative bodies is necessary if the reports are to serve a useful purpose. It will thus make special efforts to promote compliance with the time-limits for comments as specified in the JIU Statute. Many of the comments on single organization studies and almost all of the multi-organization comments are prepared by the United Nations Secretariat. The Unit will work closely with the Secretariat to identify ways of overcoming the consistent pattern of delays, and it hopes to be able to report improvement in the coming years.

VII. INTERACTIONS

51. The Unit continues to maintain contacts with the various management and financial entities having similar responsibilities, such as the Advisory Committee on Administrative and Budgetary Questions, the International Civil Service Commission (ICSC), the Panel of External Auditors, the Consultative Committee on Administrative Questions (CCAQ), the Inter-Agency Meeting on Language Arrangements, Documentation and Publications (IAMLADP), and the management, evaluation and audit services of secretariats. The Unit will continue its efforts to enhance these contacts as discussed in paragraphs 21-22 and 25 (c).

52. In April 1991, the Chairman of JIU attended the meeting of the Organizational Committee of the Administrative Committee on Coordination (OC-ACC) and had an exchange of views on the JIU work programme and other relevant matters. In May 1991, JIU was invited by the Committee for Programme and Coordination (CPC) to participate in the discussion of the JIU report on practices and procedures aimed at a more equitable geographical distribution of sources of procurement for technical cooperation projects (JIU/REP/89/8, A/44/646). The Committee took note of the recommendations contained in this report and of the comments made on these recommendations by ACC.

53. The Unit has actively participated in several meetings and conferences in relation to the JIU report on the coordination of activities related to early warning of possible refugee flows (JIU/REP/90/2, A/45/649). Within the United Nations system, the Unit participated in the working sessions of the Inter-Agency Working Group on Refugees and Displaced Persons, which was established by ACC based on the recommendations of the JIU report. This Working Group will continue to hold discussions with a view to working out practical measures for establishing an inter-agency mechanism for early warning of refugees and displaced persons and is expected to submit a report to the second regular session of ACC in 1992. The Unit intends to participate in the Tokyo Conference on Global Change and Modelling, to be held by the United Nations University in October 1991. Outside the United Nations system, the Unit participated in the Twenty-fifth Anniversary Conference of the International Peace Research Association (IPRA), held in July 1990 at Groningen in the Netherlands, and also in a workshop entitled "Towards Practical Capabilities of Early Warning of Refugee Flows" in May 1991, organized by the Centre of Refugee Studies, York University, in Toronto, Canada.

VIII. SUMMARIES OF JOINT INSPECTION UNIT REPORTS AND NOTES

A. Extrabudgetary resources of the United Nations: towards transparency of presentation, management and reporting (JIU/REP/90/3, October 1990: A/45/797, 29 November 1990)

54. One of the major financial developments in the United Nations in recent years is that its extrabudgetary resources have been increasing at a high rate. These resources have played a useful role in financing important activities of the United Nations and proved indispensable at the time of its financial crisis. Currently, extrabudgetary resources exceed assessed contributions by a substantial margin.

55. Most United Nations extradudgetary activities are of an operational nature. They are appreciated by the world community, as they mobilize the potential and increase the capabilities of developing countries to promote economic and social advancement. An important component of extrabudgetary activities, which over the last years has grown significantly and whose importance in the near future will most probably continue to expand, is the United Nations peace-keeping operations.

56. Some Member States, as well as intergovernmental and other bodies, especially CPC and the Advisory Committee on Administrative and Budgetary Questions, in the light of the ever-increasing relative share of extrabudgetary resources as compared to that of assessed contributions, have repeatedly emphasized the need to define the role of extrabudgetary financing in the overall financial structure and to refine approval and reporting mechanisms. In this context, concern has also been expressed over the possibility of distorting the orientation and priorities of the Organization's activities as set by its legislative organs. Member States also have a long-standing concern about insufficient financial control over extrabudgetary resources. External as well as internal auditors have observed the lack of financial and substantive control over extrabudgetary funds.

57. The report is the first attempt by JIU to provide a systematic analysis of United Nations extrabudgetary resources. The subject is in keeping with paragraph 2 of General Assembly resolution 44/184 which states that the Joint Inspection Unit should "... give even greater attention to management, budgetary and administrative issues relevant to the agenda of the governing bodies of its participating organizations and to their main and common concerns". As a basis for further analysis, the report reviews the general concept of the United Nations extrabudgetary resources (chap. II). Chapter III examines the role of extrabudgetary financing in the overall financial structure of the United Nations during the 1980s. Chapter IV deals with selected management and reporting issues related to the use of extrabudgetary resources.

58. As a result of their analysis, the Inspectors conclude that among major problems to be resolved are those of (a) transparency of presentation of extrabudgetary resources in budgetary and financial documents and above all in the proposed programme budget; (b) compliance with the relevant existing rules and regulations; and (c) reporting on the use of extrabudgetary resources and activities financed therefrom. The Inspectors also observe that an improved

transparency in the presentation of information on extrabudgetary resources would tend to inspire confidence in the Organization's management of extrabudgetary resources and encourage donors to increase their contributions to the United Nations extrabudgetary activities.

59. With regard to transparency of the programme budget, the Inspectors took note of the Secretary-General's proposal to complement the type of data contained in annex VIII to the programme budget with relevant narrative information and to expand the introduction to the biennial programme budget by way of including a specific chapter on extrabudgetary resources that would summarize certain programmatic aspects of these activities, their resource levels and the number of posts to be financed from various sources.

60. The Inspectors consider that, apart from presentation of comparisons at the subprogramme level with the previous biennium, references to previously identified and continuing extrabudgetary outputs should be made throughout the report.

61. In their view, the specific chapter suggested by the Secretary-General should aim at presenting a succinct analysis of major trends in: (a) utilization of extrabudgetary resources by programme; (b) provision of extrabudgetary resources by major donors (Member States, international organizations, private sources, others), and distribution of resources by major entities; (c) actual availability of resources against forecasts. In addition, this chapter should contain an analysis of whether the suggested extrabudgetary activities are relevant to the mandate of the Organization, and support or distort programme priorities. The analysis should be underpinned by comparative tables and graphs. The number of posts financed from extrabudgetary resources should be broken down in accordance with the type of activities carried out (substantive activities, programme support and operational activities).

62. In connection with management and reporting issues, the Inspectors note with concern that a number of United Nations officials, dealing with extrabudgetary resources, do not have sufficient knowledge of the United Nations financial regulations and rules pertaining to the administration of, and reporting on, extrabudgetary resources. They also observe that, in some instances, insufficient attention is being paid to audit recommendations. In other instances, promised actions have not always been implemented. There are, however, some data available on the status of audit recommendations but it is fragmented and not readily available to Member States.

63. With regard to the internal audit function, it is the Inspectors' view that, for internal audit to be truly independent (particularly in respect of the Department of Administration and Management) and effective, the Internal Audit Division should be transferred from the Department of Administration and Management and made directly responsible to the Secretary-General. This view coincides with that of recommendation 39 of the Group of 18 that "the internal audit function should be separated administratively and be independent from the function of implementation and disbursement of funds".

64. Finally, the Inspectors observe that reporting on extrabudgetary resources to Member States needs to be improved substantially. The Inspectors believe that the programme-performance report should also contain a

comprehensive analysis of the outputs achieved against the objectives vis-à-vis the activities financed from extrabudgetary resources, as required by Regulations and Rules governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and Methods of Evaluation. The budget performance report should also contain more detailed data on extrabudgetary resources. Both documents should give Member States full information concerning actual use of extrabudgetary resources which should allow them to make comparisons against objectives set in the programme budget.

65. Recommendations:

Recommendation 1: The Secretary-General should present the proposed programme budget in respect of extrabudgetary activities along the lines suggested above.

Recommendation 2: In order to assist United Nations staff involved in the acceptance and utilization of extrabudgetary resources and to provide authoritative guidance on all aspects of the process, the Secretary-General should prepare and circulate among the officials concerned an "Extrabudgetary Resources and Activities Manual" containing relevant regulations and rules, administrative instructions and circulars. A series of training seminars for the staff concerned should also be envisaged, using the manual as a resource document.

Recommendation 3: In order to achieve a greater measure of intergovernmental scrutiny, the corrective steps discussed in chapter IV of the report should be carefully considered, namely, those concerning reporting to Member States and reporting on performance.

Recommendation 4: A comprehensive report on the status of implementation of major audit recommendations should be prepared by the Secretariat either as a separate document or as a part of the Secretary-General's report in connection with the Financial Report and Audited Financial Statements.

Recommendation 5: The Internal Audit Division should be separated from the Department of Administration and Management and made directly responsible to the Secretary-General.

Recommendation 6: In order to ensure a more effective integrated management process the Secretary-General should take measures to improve both the format and the content of programme-performance and budget-performance reports in such a way that it should facilitate a comprehensive analysis of the results obtained against objectives set in the proposed programme budget. The Secretary-General should also take measures to ensure timely presentation of these documents to respective governing bodies.

66. The report was sent on 19 October 1990 to the Secretary-General of the United Nations for action and to the other participating organizations of JIU for information.

B. African Institute for Economic Development and Planning (IDEP) (JIU/REP/90/4, November 1990: E/1991/8, 15 January 1991)

67. This report was prepared as a result of an earlier JIU report on autonomous research institutes of the United Nations (JIU/REP/87/4; A/42/540) which had been commissioned by the Department of Administration and Management of the United Nations in 1987 to address the problem of financial backstopping of some of these institutions. IDEP was one of the most urgent cases due to its prevailing shortfalls in staff and financing.

68. In the current report, the attention of the General Assembly is drawn to the resolution of the Economic Commission for Africa which established the Institute, and to the pertinent General Assembly resolution endorsing the Commission's decision. In the early years, IDEP's operations were wholly funded by UNDP (1965 through 1988). However, in 1988 the Governing Council of UNDP decided to curtail a major portion of its funding.

69. The report, therefore, analyses the Institute's situation from an objective point of view and concludes that the original goals perceived at the time of its foundation are even more valid today. Nevertheless, in order to attain the stated goals, a number of considerations needed to be given priority. The report, therefore, makes the following recommendations:

Recommendation 1: Member States should pay their contributions in a timely manner, due account to be taken of the adverse economic situation besetting most countries of the region. This could be achieved by:

(a) Reducing assessments to a scale which would be within the capacity of all to respect (annex 6 of the report); and

(b) Making monthly payments to IDEP by direct transfer from Member States' central banks to IDEP's account (annex 6).

The above would make it possible for Member States to budget payments more flexibly and guarantee cash income to IDEP's account on a regular basis as the payments would range from roughly $3,500 per month for the highest assessed to $500 per month for the lowest.

Recommendation 2: Eight permanent posts should be created under the regular budget of the United Nations: a Director, Deputy Director, Chief of Administration and five lecturers. This would erase annual uncertainty about the Institute's budget, thereby offsetting dependency on UNDP funding, notwithstanding the need for continued UNDP funding until this is fully carried out.

Recommendation 3:

(a) Discussions should be held with the host Government for the absorption of five General Service posts, at present assigned to cleaning and maintenance duties. Steps in this direction are under way, and should be actively pursued;

(b) The number of translators and interpreters could be reduced to one permanent translator/interpreter, using freelance personnel as the need arises.

Recommendation 4: Meetings of the Governing Council should be held once a year only, immediately before the annual Conference of Ministers of ECA. Such an action would further rationalize and reduce expenses.

Recommendation 5: All arrears of assessed contributions should be paid by Member States. The original proposal of payments being made through their IPFs could be accomplished on the understanding that payments charged to the IPFs of Member States should be for current arrears, and that this facility should not be used for payment of future contributions. Such payments should start as from the next UNDP programming cycle and would create the Working Capital Fund described in paragraph 36 (f) of the report.

Recommendation 6: A broad-based Advisory and Consultancy Service, catering within the areas of IDEP's competence to the heads of Member States, should be embarked upon, echoing the recommendation of the tripartite mission which emphasized that such a service is needed in Africa, now more than ever, in view of the adjustment exercises being carried out in several countries.

70. This report was sent on 5 December 1990 to the Secretary-General of the United Nations for action, and to the other participating organizations of JIU for information.

C. Technical cooperation and the use of National Professional Project Personnel (NPPP) (JIU/REP/91/1, March 1991)

71. The report underlines the need for Member States and the United Nations system to have at their disposal statistics on NPPP that are comprehensive and as uniform as possible, so as to be able to analyse their contribution to fulfilment of the objectives of technical cooperation. However, apart from UNDP, the agencies, with the exception of the Food and Agriculture Organization of the United Nations (FAO), and to a lesser extent the United Nations Educational, Scientific and Cultural Organization (UNESCO), do not collect and process statistics on NPPP.

72. The report notes that the studies, evaluations and reports that have so far been produced have been concerned with devising better regulation and harmonization of the use of NPPP within the United Nations system, but have only occasionally been concerned with outlining the basis of a policy relating the choice between NPPP and International Professional Project Personnel (IPPP) (or the use of the two categories of experts in specified proportions) to the achievement of specific development objectives through technical cooperation.

73. Recommendations:

Recommendation 1: UNDP should establish its own internal system for the collection and dissemination of uniform and comparable statistical data on the various aspects of the use of NPPP. This gathering of statistical data should be organized at both ends of the chain, by requesting the help of resident representatives and resident coordinators in the field, and of the headquarters of organizations and their regional offices in conjunction with the statistical, managerial and evaluation units of the secretariats of organizations of the United Nations system. UNDP should have regard to the recommendations of the Consultative Committee on Substantive Questions (Operational Activities) [CCSQ(OPS)] in this area and in particular those concerned with general application of the procedure for the establishment of a data sheet for each NPPP. For these data to be of use, they should specify not only the various sources of finance, but also the different types of contract, and the duration of contracts in man-months.

Recommendation 2: In his report on the operational activities of the United Nations system, the Director-General for Development and International Economic Cooperation should analyse these data and make recommendations to the Economic and Social Council and to the General Assembly, aiming at a more rational and efficient NPPP policy to resolve the problems raised by the use of their services.

Recommendation 3: Within the framework of a continuously updated analysis adapted to each recipient country and in the light of the progress made in the development of that country, as well as of the progressive movement of its economy from sectors that have become standard or traditional towards increasingly complex and sophisticated sectors, the United Nations system should: (a) allocate technical cooperation funds to pay for the transfer of expertise by using international experts whenever such expertise is lacking in the country, when it is essential that it should be acquired, and when it corresponds to a priority need that cannot be satisfied by resorting to national expertise; (b) mobilize more local resources in expertise and in qualified personnel, making increasing use of government execution and subcontracting to national institutions. While these procedures mobilize national expertise, they should not involve any change in the status of national experts or the awarding of any salary supplements or benefits in kind, and should not give rise to conflicts like those which sometimes spring up between NPPP and other national officials; and (c) make more frequent and more extensive use of the expert capacity of developing countries by mobilizing many more experts from those countries as international experts employed in their own region and in the framework of technical cooperation among developing countries (TCDC), rather than using every expert in one's own country as an NPPP.

Recommendation 4: The sovereignty of the host country and its authority over technical cooperation projects would be more effectively exercised were the United Nations system to make more efficient use of national directors by, on the one hand, working out country programmes based on a better definition of development objectives, and by ensuring a better match between these objectives and technical cooperation projects

so as to confirm that they are more closely integrated with the trends pursued by the Government.

74. The report was sent on 20 March 1991 to the Secretary-General of the United Nations for action, and to the other participating organization of JIU for information.

D. Assessment of the environmental focus of projects financed by UNDP and other United Nations agencies (JIU/REP/91/2, April 1991)

75. The main thrust of the report, prepared at the request of UNDP, is to ascertain to what extent the projects financed by UNDP and other United Nations system organizations take into account environmental factors.

76. At the organizational level, the Inspectors made specific recommendations addressed in particular to the United Nations Environment Programme (UNEP), and to the regional commissions of the United Nations.

Recommendation 1: The integration of environment into the development process should become a permanent agenda item of agencies and organizations of the United Nations system. These bodies should include, in their respective programmes and budgets and medium-term plans, appropriate measures responding to the recommendations of the World Commission on Environment and Development as well as the successive related resolutions of the General Assembly.

Recommendation 2: There is an increasing need for a more multidisciplinary coordinated approach to the preparation and implementation of programmes by various United Nations entities involved in the management of the environment. The appropriate United Nations organs dealing with coordination should be encouraged to strengthen their collaboration and to increase the tempo of their meetings to that effect.

Recommendation 3: The United Nations system should endeavour to bridge the gap between diverging positions adopted by the developed and developing countries concerning environment and development. Both groups are equally subject to severe environmental degradation. A closer and more efficient cooperation between rich and poor countries is needed and should take into consideration that the poor countries, because of their limited financial and technological resources, are not in a position to contribute fully to environmental conservation. In order to put this recommendation into effect, the following measures are suggested: (a) to strengthen the capacity of each United Nations entity involved in the management of the environment so as to make the system more responsive to the needs of the developing countries to develop their own capacities; (b) to invite developed Member States to increase their financial and technical assistance to third-world nations with a view to adopting, in collaboration with the United Nations system, strategies that promote environmentally sound and economically viable projects; (c) UNEP's headquarters programmes, such as preparation of environmental research studies and statistics, drafting of international conventions on the environment, holding conferences and seminars on the environment and

coordinating environmental activities of the system should be strengthened. For this purpose, UNEP's regular budget and technical cooperation funds should be increased; (d) the potential of the regional commissions to promote regional and interregional cooperation for the benefit of environmental management should be more fully utilized and adequate provisions for such projects should be found; (e) United Nations officials involved in the management of the environment should receive special training to educate them in their duties, authority and responsibilities in this regard.

Recommendation 4: The 1992 United Nations Conference on Environment and Development should play an essential role to give environment the importance it deserves in the International Development Strategy for the Fourth United Nations Development Decade. The Conference should also furnish a better basis for cooperation between rich and poor countries and produce a new form of international cooperation for preserving global resources that are appropriate to the real needs of the international community.

77. The report was sent on 23 April 1991 to the Secretary-General of the United Nations for action, and to the other participating organizations of JIU for information.

E. Rotation of staff within the United Nations (JIU/REP/91/3, June 1991)

78. The need to institute a mobility programme in the United Nations system was expressed by the General Assembly as far back as 1958 [resolution 1294 (XIII)]. The issue of mobility/rotation has been raised and discussed continuously since then by the General Assembly and the International Civil Service Commission (ICSC), mostly in the context of career development, as well as at a number of Staff-Management Coordination Committee (SMCC) sessions.

79. In response to a request made by one of the regional commissions to examine how best an equitable rotation system could be established, JIU undertook the study to assist the Secretariat in its efforts to institute a formal rotation policy. However, in the course of analysis, other important issues emerged such as hardship conditions at regional duty stations, the linkage between the vacancy situation and staff rotation, as well as that between staff rotation and career development. Therefore, as the report progressed it acquired new dimensions.

80. The report discusses the need for staff rotation and the problems encountered. The findings in this area are that the inadequate incentives provided to staff members, compounded by the lack of an official rotation policy, make it difficult to assign staff to hardship duty stations.

81. In chapter III, the report further reviews staff rotation between duty stations and occupation groups and its impact on career development. The analysis shows that the need of the Secretariat to rotate staff concerns mainly some specialized areas. In addition, in order to motivate staff to accept assignments to different duty stations, in particular to hardship duty

stations, staff rotation should be linked to the extent possible to career development.

82. The report discusses, in chapter IV, United Nations agencies which have special policies on mobility and rotation of staff. The organizations cited are UNDP, UNICEF and UNHCR, which are basically field-oriented, and staff rotation has been integrated into their personnel policies.

83. In chapter V, the report concludes that the United Nations Secretariat, and in particular the regional commissions, would be handled better if a formal personnel policy which included a high factor of mobility, similar to the ones applied by UNDP, UNICEF and UNHCR, were established. It is believed that the following recommendations will help to expedite the process of the staff rotation plan being prepared by the Secretariat.

Recommendation 1: The Secretary-General should strengthen Staff Regulation 1.2 by establishing a formal rotation policy that clearly defines the responsibilities and obligations of staff members and those of the Organization, including patterns of assignment, job security and promotion, and the procedures to be used. He should also accept the career-development process as the most effective motivating force in staff mobility and take measures to benefit from such a process.

Recommendation 2: For the purpose of rotating staff, broad occupational categories may be identified whereby staff members from Headquarters and field duty stations performing tasks within each category should be interchangeably assigned to the appropriate duty stations.

Recommendation 3: The Secretary-General should assign to a specific office, within the structure of the Office of Human Resources Management, the responsibility for managing and implementing the policy governing staff rotation.

Recommendation 4: The movement of staff from one duty station to another, in accordance with Staff Rule 101.4, either by assignment for a fixed period of time or transfer for an indefinite period, has created insecurity for staff members transferred to the field without a guarantee of returning to a suitable job at Headquarters or other duty stations. The practice of assignment for a fixed period of time should, therefore, be used preferably in favour of transfer for an indefinite duration.

Recommendation 5: In addition to the existing incentives encouraging staff members to accept assignments at hardship duty stations, the following suggestions might be taken into account in relation to staff rotation:

(i) A staff member assigned to the field from Headquarters should be granted a Special Post Allowance (SPA) immediately, instead of having to wait six months as at present;

(ii) Once a staff member is selected to fill a higher post in the field, promotion should occur within six months, making a differentiation in the implementation date of those going to difficult or hardship

duty stations, provided they have met all the requirements mentioned in his/her letter of assignment;

(iii) The effects and results of the incentives for mobility approved by General Assembly resolution 44/98 should be reviewed from time to time by the Secretariat and adjusted as appropriate.

Recommendation 6: In order to minimize the problem of job loss by spouses assigned to field duty stations, and in particular to hardship duty stations, the Secretary-General should make efforts:

(i) To accommodate both partners in their respective careers in the same duty stations, ensuring that there is no direct reporting relationship;

(ii) When the Secretariat is unable to accommodate both spouses, efforts should be made to secure placement with another organization of the United Nations system.

84. The report was sent on 30 June 1991 to the Secretary-General of the United Nations for action, and to the other participating organizations of JIU for information.

F. Follow-up report on the Management Advisory Service of the United Nations (JIU/REP/91/4, June 1991)

85. This report concerning the Management Advisory Service of the United Nations (MAS) is a follow-up to an early report on Management Services in the United Nations (JIU/REP/81/3, A/36/296) and was prompted by the recommendation of the Group of High-level Intergovernmental Experts to Review the Efficiency of the Administrative and Financial Functioning of the United Nations (Group of 18) that the unit should be abolished.

86. The report examines the impact of the three major changes which have occurred in the organizational set-up of MAS and which, in all truth, have created uncertainty as to the precise mandate and identity of the unit. There has been a shift in the reporting responsibility of MAS, as such, away from more direct reporting, or access, to the General Assembly through the Advisory Committee on Administrative and Budgetary Questions, towards an indirect and long reporting procedure through Directors of Divisions, the Assistant Secretary-General and the Under-Secretary-General for Administration and Management. In the process, personnel resources have been lost, especially at the higher levels.

87. However, in considering the important role of MAS, the report suggests that it should be supported and strengthened further rather than being abolished, in view of its importance as a needed management tool.

88. The important functional role of MAS is to provide management advisory assistance as well as support in the preparation of the Organizational Manual and the supply and design of forms. MAS should, in general, play a more active role in inducing changes by means of positive participation in the policy-making apparatus with regard to management issues.

89. In recent years, MAS has also been involved in control functions of the administrative issuance system, which is not essentially part of the MAS mandate and should, therefore, be limited to giving advice in special circumstances.

90. There should be more involvement of MAS in the managerial studies commissioned by departments, for example, by suggesting relevant sources of expertise to be used, e.g., outside consultants. As far as JIU is aware, this had never, or hardly ever, happened.

91. There is a need to restore personnel levels and, if this is not possible MAS should be able to make better use of in-house expertise, both formally (secondment) and informally. In the case of resource gaps, efforts should be concentrated on studies of a more general, normative nature (examples are given in the report).

92. The report concludes by restating the need for continued revision of day-to-day management operations and for a unit to deal therewith, and by reiterating that the General Assembly, through the Advisory Committee on Administrative and Budgetary Questions, has always endorsed this, while the Secretary-General has reaffirmed it on several occasions. However, MAS as the unit for this revision does not have the appropriate set-up to function properly. The required independence of the unit is in doubt, especially without any direct - or with as direct as possible - reporting or access to the Secretary-General and, ultimately, the General Assembly.

93. It is also concluded that MAS has a broader function than the control functions under the Controller and should, therefore, not be organizationally placed there.

94. MAS has suffered from losing some of the confidence of its clients due to frequent organizational changes and the lack of a clear mandate and identity.

95. Finally, MAS has too much responsibility for, and involvement in, specific departmental management-improvement studies. It should concentrate on studies of a more general nature.

96. Recommendations:

Member States may wish:

Recommendation 1: To reaffirm the mandate given in resolution 31/94 C strengthening it as necessary to ensure a more vigorous, independent Management Advisory Service.

Recommendation 2: To authorize the re-establishment and/or redeployment of four Professional posts at the senior level.

The Secretary-General, on his part, should:

Recommendation 3: Ensure that MAS prepares a biennial programme of work for submission by the Under-Secretary-General for Administration and Management to ACABQ for review and comment prior to its inclusion in the biennial programme budget.

Recommendation 4: Submit a biennial report to the General Assembly on the work of MAS. The report should be analytical and result-oriented.

Recommendation 5: Ensure that MAS interacts more closely with other management advisory services in the system as well as with JIU and the external and internal auditors.

Recommendation 6: Ensure that MAS is intimately associated with all consultancies engaged to undertake managerial reviews.

Recommendation 7: Ensure that MAS reports directly to the Under-Secretary-General for Administration and Management.

97. The report was sent, on 4 July 1991, to the Secretary-General of the United Nations for action, and to the other participating organizations of JIU for information.

G. Note on transport operations of the United Nations Children's Fund (programming and management issues) (JIU/NOTE/91/1, June 1991)

98. Prepared at the request of the United Nations Children's Fund (UNICEF), this note reviews transport and logistic operations in UNICEF-assisted programmes in the light of the Organization's programme policy and objectives, with emphasis on opportunities for reducing costs through the development and application of more detailed policy guidelines, more rigorous procedures for programming transport items and more careful management of logistic and maintenance operations.

99. The note finds that, while current UNICEF transport policy could be considered sound in broad terms, it nevertheless needed to be strengthened with more detailed and specific criteria for transport requirements and selection. Current policy was, moreover, not being applied rigorously by field officers, especially during the programming of UNICEF's inputs to country programmes. Furthermore, the drastic curtailment in the 1980s of UNICEF's transport advisory services - in the context of the Organization's expanding transport and logistic operations to accelerate the attainment of strategic programme targets - was ill-advised as it had contributed to more transport costs resulting from the lack of field expertise in the justification, selection and management of transport equipment.

100. In addition, the note urges a review of UNICEF's practice of supplying large quantities of transport items to countries irrespective of their differing abilities to absorb and manage them efficiently, or despite their self-sufficiency in the local production of transport equipment. It is recalled, in this connection, that UNICEF had progressively reduced its transport supplies in the 1970s to the Latin American region because of its relative self-sufficiency in transport technology. The note, therefore, sees justification for similar reduction measures with respect to other regions and countries having attained the same level of expertise in the local manufacture and management of transport equipment.

101. In pursuing its programme objective of promoting self-reliance in developing countries, UNICEF is advised to shift emphasis from the supply of transport hardware to the provision of technical assistance to government transport-management organizations, with special attention to the training of operational, maintenance and repair personnel in the low-income countries, especially in Africa. Furthermore, the need is stressed for expanded collaboration with other organizations inside and outside the United Nations system with a view to integrating programme inputs and avoiding wasteful duplication of effort. The note also considers it vital to handle more effectively the chain of programme logistics, to apply more systematically the concept of preventive maintenance, and to constitute recurrent-cost transport budgets, through the cost-recovery method, in countries unable to finance the recurrent costs of vehicles supplied by UNICEF.

102. The note includes recommendations the implementation of which as a package could result in the overall reduction of transport costs to UNICEF from $US 50 million in 1990 to about $US 25 million in 1996, which marks the end of the Organization's 1992-1996 medium-term plan.

103. UNICEF welcomed the note as timely and objective and established an internal working group of senior officials to review the possibilities of implementing its recommendations.

104. The note was sent, on 10 April 1991, to the Executive Director of the United Nations Children's Fund and, on 10 June 1991, to the other participating organizations of JIU for information.

Notes

1/ The reports of previous years were issued by the Secretary-General as the following documents: A/C.5/1241; A/C.5/1304; A/C.5/1368; A/C.5/1433; A/C.5/1515; A/C.5/1598; A/C.5/1676; A/C.5/31/1; A/C.5/32/6; A/C.5/33/5; A/C.5/34/1; Official Records of the General Assembly, Thirty-fifth Session, Supplement No. 34 (A/35/34); Ibid., Thirty-sixth Session, Supplement No. 34 (A/36/34); Ibid., Thirty-seventh Session, Supplement No. 34 (A/37/34); Ibid., Thirty-eighth Session, Supplement No. 34 (A/38/34); Ibid., Thirty-ninth Session, Supplement No. 34 (A/39/34); Ibid., Fortieth Session, Supplement No. 34 (A/40/34); Ibid., Forty-first Session, Supplement No. 34 (A/41/34); Ibid., Forty-second Session, Supplement No. 34 (A/42/34); Ibid., Forty-third Session, Supplement No. 34 (A/43/34); Ibid., Forty-fourth Session, Supplement No. 34 (A/44/34); and Ibid., Forty-fifth Session, Supplement No. 34 (A/45/34).

2/ A/C.5/1429, para. 19 (c).

3/ The seven reports were:

Report on evaluation in the United Nations system, Annex I, JIU/REP/77/1;

Report on programming and evaluation in the United Nations, JIU/REP/78/1;

Status of internal evaluation in United Nations system organizations, chapter I. JIU/REP/81/5, A/36/181;

Report on the elaboration of regulations for the planning, programming and evaluation cycle of the United Nations, JIU/REP/82/10, A/37/460;

Second report on the elaboration of regulations for the planning, programming and evaluation cycle of the United Nations, JIU/REP/83/6, A/38/160;

Reporting to the Economic and Social Council, JIU/REP/84/7, A/39/281;

Status of internal evaluation in organizations of the United Nations system, chapter I. JIU/REP/85/10, A/41/201.

4/ Official Records of the General Assembly, Forty-fifth Session, Supplement No. 16 (A/45/16), paras. 333-350.

PART TWO

EVALUATION ROLE OF THE JOINT INSPECTION UNIT

1. In its 23rd annual report, which is currently before the General Assembly, the Joint Inspection Unit (JIU) stated that it hoped to give more substantive information in these annual reports on the ongoing work of the Unit, in order to facilitate dialogue with the General Assembly, other governing bodies, and secretariats on the content and preparation of the JIU work programme. The Inspectors also stated that as part of their consideration of broader programme issues, they were assessing their future evaluation direction and role. 1/

2. The Inspectors have subsequently completed an internal analysis, review and discussions on this topic. They conclude that, after 15 years of effort, there has been a significant expansion of internal evaluation systems and evaluation use in the United Nations system, in which JIU's evaluation reports played a meaningful part. Now, however, evaluation methods and processes are relatively well-established both inside and outside the system, and JIU would like to turn its attention more to direct evaluative reviews, particularly in the management, budgetary and administrative areas recently recommended to it by the General Assembly. This document summarizes the evaluation work JIU has done, the progress the United Nations system has made, and considerations which lead the Unit to propose some new emphases for its evaluative efforts.

A. Establishment or strengthening of internal evaluation systems, 1976-1985

3. In 1976, the Economic and Social Council suggested that JIU should involve itself in evaluation work. Two reports were prepared, one by the Secretary-General of the United Nations on behalf of the Administrative Committee on Coordination (ACC), and one by JIU itself. They agreed that evaluation should primarily be carried out within each organization, that external evaluation is the responsibility of intergovernmental bodies, and that JIU could participate by advising on internal evaluation and assisting in external evaluation of particular programmes and activities. 2/

4. Accordingly, the "Functions, Powers and Responsibilities" chapter of the JIU Statute, approved by the General Assembly in 1976, included the statement that the Inspectors "shall provide an independent view through inspection and evaluation aimed at improving management and methods and at achieving greater coordination between organizations" (underscoring added). More specifically, it also stated that

> "Without prejudice to the principle that external evaluation remains the responsibility of appropriate intergovernmental bodies, the Unit with due regard to its other responsibilities, may assist them in carrying out their reponsibilities for external evaluation of programmes and activities. On its own initiative or at the request of the executive heads, the Unit may also advise organizations on their methods for

internal evlauation, periodically assess these methods and make ad hoc evaluations of programmes and activities." 3/

5. The Inspectors recognized in 1977 that there was considerable interest expressed in the United Nations system in evaluation as a way to improve the quality, results and effectiveness of programmes in an era of budgetary stringency. But actual support for the establishment of evaluation systems was fragile, methods were uncertain, and evaluation activity was quite modest. JIU also recognized that with its small size it could provide only very limited direct evaluaiton coverage, and could best function as a catalyst to encourage evaluation-system development within and among the organizations. Thus, the JIU objectives were to help (a) to build support for and use of evaluation by intergovernmental bodies and secretariats; (b) to introduce or strengthen internal evaluation systems in the organizations, appropriate to their needs but following agreed guidelines and standards; and (c) to ensure that evaluation results and successful approaches were shared among organizations.

6. The first means of fulfilling these objectives was a series of JIU status reports which assessed the devleopment of internal evaluation systems in the organizations. The initial report in 1977 reviewed the ups and downs of past efforts at evaluation in the system and discussed future potentials, problems, and approaches. In 1978, JIU issued a glossary of basic evaluation terms, which was approved by the General Assembly, generally adopted by many system organizations, and widely distributed in four languages and several printings. The Unit also produced initial guidelines for internal evaluation systems in 1979, focusing on their major objectives, standards and components. Two status reports summarized progress in designing and establishing such systems in 1981, both system-wide and in each organization, and two further reports in 1985 reviewed the way in which these systems were actually being used. 4/

7. Second, other JIU reports supplemented these basic evaluation systems documents. A 1978 study urged improvements in medium-term plans, programme budgets and work programmes to facilitate meaningful monitoring and evaluation. Reports in 1982 and 1983 stressed the need for a coherent set of programme-planning processes to serve as both management tools and conceptual instruments for decision-making by United Nations governing bodies. A 1982 report encouraged the organizations to work with Governments to help develop their evaluation capacities. JIU also called for strengthening the UNDP internal evaluation system in 1983, because of its pivotal role in United Nations system-development activities. In 1984, JIU reported on difficulties in using existing programme and evaluation reports in the work of the Economic and Social Council. 5/

8. A third area of action was informal. Between 1977 and 1984, JIU hosted five inter-agency evaluation meetings in Geneva, at which evaluation officers from the organizations and other officials exchanged experience, ideas and methods, and discussed areas of common concern. From 1981 through 1986 the Unit also circulated an annotated list of evaluation documents and publications to evaluation units on a semi-annual basis. In addition, the Unit maintained a wide variety of contacts with evaluation groups, government units, and researchers that were emerging inside and outside the United Nations system.

9. Fourth and finally, JIU undertook some programme evaluations on its own initiative. An evaluation of the United Nations public administration programme paid particular attention to programme-users. Another study assessed a sample of 79 projects and the overall technical cooperation programme and projects of the United Nations system in Sri Lanka. The Unit also made an exploratory evaluation of an administrative process (translation services of the United Nations system) and of a coordinative programme (the Office of the United Nations Disaster Relief Coordinator (UNDRO)). 6/

B. Evaluation system stability, 1985-1991

10. The third JIU report on the status of evaluation in 1985 showed that quite significant progress had been made in most organizations. In 1977, only 2 of the 13 organizations that JIU surveyed had established some type of internal evaluation system, but by 1985, 21 out of the 24 organizations covered had done so. In addition, evlauation was being applied in a much more comprehensive way. It had progressed from evaluation of individual technical cooperation projects to include many broader evaluations of field and headquarters programmes. Self-evaluation methods were being built systematically into programming processes, and most organizations had established evaluation work plans, guidelines, regular reporting to governing bodies and (less frequently) staff-training programmes in evaluation.

11. This strong progress unfortunately is constrained by lack of resources, e.g. very small central evaluation units. While 58 people were working in such units in 1985, this amounted to only about 2 1/2 people per organization. Such small units were sufficient to develop and test internal evaluation systems, but it is difficult for them successfully to manage the system in operation, extend it to new areas, ensure quality, and (most time-consuming of all) directly conduct in-depth programme evaluations and report on them to governing bodies. The 1985 JIU report urged the organizations to keep close track of evaluation-unit staffing in order not to jeopardize evaluation system quality and growth.

12. Growth in evaluation-unit staffing appears to have continued to be modest since 1985, but there have been other quite positive devlelopments. The evaluation emphases on results and performance have encouraged many organizations to re-examine their overall programming and decision-making processes, and to extend systematic programme structures to new areas. Although there is still a continuing preoccupation with inputs and programme budgets, more attention has been given to good project and programme design, computerized information systems, performance data, and reporting on results obtained.

13. In addition, evaluation activities have expanded significantly. Within the United Nations system, an important role has been played by the Inter-Agency Working Group on Evaluation sponsored by UNDP, which has met seven times between 1983 and 1991 to exchange experience and discuss matters of common concern. Among other joint efforts, a group convened by the International Fund for Agricultural Development has produced several significant publications on monitoring and evaluation work in the rural development field. Several organizations have produced periodic newsletters on evaluation matters for staff-training and information purposes, and a

number have build up databases on evaluation methodology, experience and findings.

14. Evaluation work has also progressed considerably outside the United Nations system. UNDP has published several directories that list evaluation organizations in national Governments around the world. The Development Assistance Committee of the Organisation for Economic Cooperation and Development has an Expert Group on Aid Evaluation which has been very active in furthering cooperation in evaluation: its member Governments have also produced about 20 reports in the past few years on the evaluation activities and substantive programmes of the United Nations system. There has been significant growth in evaluation literature, the activities of evaluation societies, and the teaching of evaluaiton in universities. The pool of evaluation expertise has also grown, not least because organizations of the United Nations system and others are actively using their evaluation systems, training, and materials, which gives more and more people direct evaluation experience in technical cooperation and other programmes.

15. Other review and oversight activities in the United Nations system are also moving towards evaluation approaches. In several organizations the external auditors have been among the strongest supporters of more comprehensive evaluation systems. More directly, external and internal auditors, management-service units, inspectorates, and some new computer-systems development units have been shifting focus away from compliance monitoring and economy issues towards "value for money", efficiency questions, and management-systems improvement. (A new JIU report urges the strengthening of the Management Advisory Service of the United Nations to enable it to better perform these broader functions.) 7/ Like internal evaluation units and JIU, these groups are small. But their joint efforts are helping to shift organizations' attention more towards issues of performance, results, productivity, and programme quality.

16. JIU's evaluation-system review work and programme evaluations have also continued since 1985, but at a reduced pace. In 1986 and 1987, in reports requested by the organizations, JIU proposed internal evaluation systems for ITU and IMO which they generally accepted. In 1988, the Unit made an in-depth review of reports to governing bodies on the performance and results of United Nations programmes by monitoring, evaluation and management review units. A 1989 report discussed patterns and possibilities for improvement in the technical cooperation evaluation systems of United Nations system organizations. JIU has also continued with some programme evaluations: rural development activities in three African countries in 1989, technical cooperation activities in maritime training of IMO in the same year, and currently the technical cooperation activities of ICAO, at the request of its Governing Council. 8/

C. New directions for JIU?

17. The preceding summary shows that evaluation in the 1990s is much more established and advanced than it was in the late 1970s. The design and installation of internal evaluation systems in almost all organizations has been largely completed. JIU discussions with the UNDP working group in the spring of 1991 suggested that there are no pressing methodological issues that

JIU should pursue. In addition, a much greater volume of evaluations is now being done throughout the United Nations system. This includes the use of outside expertise: JIU's 1985 status report already found that one third of the organizations had utilized external evaluation, and this recourse to outsiders seems to have since increased, most notably in the large-scale expert reviews of administrative and financial functioning of the United Nations in 1986 and of certain aspects of FAO's goals and operations in 1989. 9/

18. Moreover, there does not seem to be much need at present for an updated JIU status report on evaluation system wide. Progress has been steady if modest, and would only lead JIU to repeat its 1985 recommendations: first, that each organization should strive firmly to integrate and improve evaluation and other processes in a responsive, performance-oriented information system to strengthen operations; and second, that organizations work to improve evaluation standards, quality and cooperative work, especially through strengthened evaluation-unit staffing.

19. ACC had already noted, in 1981, that small extra investments in evaluation resources could yield far greater benefits in organizational effectiveness. The Inspectors would add that the evaluation emphasis on programme results and problem correction is particularly useful in an era of financial stringency. Unfortunately and ironically, however, evaluation-unit staffing itself continues to be constrained by resource limitations. Perhaps the very gradual but still positive resource growth system-wide is all that can realistically be achieved.

20. Considering how painful and slow major changes can be in large organizations, the Inspectors believe that the overall development and active use of evaluation by United Nations system organizations since the late 1970s is a significant result. The value is even greater since the evaluation systems lay an orderly foundation for steady improvement in programme performance, management processes, and overall decision-making in the future. Primary credit for this achievement is due to the executive heads, governing bodies and senior managers who have encouraged, supported and above all used evaluation, and especially to the staff of evaluation units who have worked very hard, with small resources, to bring these systems into being.

21. The Inspectors believe that JIU's work, as outlined above, also contributed to this process. They appreciated the statements voiced, among others, by the General Assembly in 1982 emphasizing its support for the Unit's system-wide status reports and encouraging all agencies to work with JIU in strengthening evaluation capacities. They were also pleased that, in reviewing the system-wide status reports of 1985, the Economic and Social Council stated that it was "impressed by the quality and thoroughness" of JIU's reports on evaluation, and that ACC cited the "comprehensive assessment", "incisive analysis", and "timely and relevant" recommendations which they provided. 10/

22. The Inspectors will continue their evaluation work, as requested by participating organizations and as they identify specific problem areas. They expect, however, that work on evaluation methodology and internal evaluation systems will continue to diminish. Much of the basic work is already done. Evaluation processes and methods seem fairly stabilized, a much larger volume

of evaluation experience and insights is now readily available world wide. JIU evaluations of individual programmes will also continue as requests, resources, and priorities permit, but they are constrained, as is true in the evaluation units of the organizations, by the heavy demands which their in-depth character makes on a small unit. The 1979 JIU evaluation of system technical cooperation activities in Sri Lanka, to take an extreme example, demanded about one third of JIU's total Inspector and research staff time during that year.

23. In the light of the reduced need for evaluation methodology and systems work, the Inspectors believe that the time may be right for a shift in the content of the Unit's work. A new direction is already indicated by recent General Assembly resolutions on the Unit. The resolutions of 1985, 1987 and 1988 had encouraged the Unit to provide evaluation advice and more evaluation studies within other responsibilities. Similarly, the Group of Experts ("Group of 18") which reviewed the administrative and financial functioning of the United Nations in 1986 stated that monitoring, evaluation and inspection of United Nations activities were "an indispensable tool" and highlighted the functions of JIU in these areas. 11/ But the most recent General Assembly resolutions - for 1988, 1989 and 1990 - invite the Unit to give greater attention to management, budget and administrative issues and concerns of the organizations, and to concentrate more on specific and practical operational problems. 12/

24. The Inspectors can confirm the urgency of a shift towards more administrative systems work from several survey reports which they prepared during the mid-1980s. These reports cited not only the rapid development of new telecommunications technologies and computer systems but their potential major impact on the organizations' operations. Subsequent events have confirmed that these systems will not only enhance the organizations' capacities, but also bring enormous changes during the 1990s in the way they work. This dynamic pace of change applies equally to the many expanded peace-keeping and peacemaking, refugee, humanitarian, and human rights tasks being added to the system. (Examples of such changes are provided by recent JIU reports and current follow-up work on optical disc technology and early warning systems.) 13/

25. There are other clear signs that much more intensive work is needed in administrative areas. The General Assembly and other governing bodies are urging not only JIU but internal and external auditors, the Advisory Committee on Administrative and Budgetary Questions, and others to increase their in-depth reviews of operational systems and problem areas. Evaluation approaches have gathered strength in substantive programmes, but they have been very limited in administrative and support areas, and these areas are not only critical to other operations but also major users of funds themselves. The 1988 JIU report on United Nations programme-performance reporting, for instance, observed that there had been almost no systematic reporting on the performance and productivity of Secretariat administrative and other support functions, even though they comprise about half the United Nations regular budget and spend well over $US 300 million each year. 14/

26. To respond to these developments and problems, and as indicated by the General Assembly, the Inspectors would like to increase their work on operational issues in the management, budgetary and administrative areas. As

noted previously, however, the Unit is only one of a number of small units trying to provide in-depth analyses in this vast field. To be as responsive as possible to the General Assembly's requests, the Unit is considering several possibilities for strengthening the conduct and quality of its management studies.

(a) JIU secretariat resources could be increased, as already foreseen by the request, in General Assembly resolution 45/237, that the Secretary-General review its research and analytical capacities in order to enhance its performance. The Unit has had no additional staff resources since 1978. As discusssed in the current JIU annual report, the Inspectors proposed two new staff posts and the introduction of computers to enhance their work during the 1992-1993 budget period.

(b) The Unit has already committed itself to closer work with the Board of Auditors, and other external and internal auditors in order better to identify priority administrative problems, as also discussed in the current JIU annual report. Closer work with the Advisory Committee on Administrative and Budgetary Questions would seem to have particularly strong potential. Not only do both organs have system-wide responsibilities for administrative oversight and improvement, but their major attributes could also complement each other. JIU has skilled and experienced resources for in-depth analyses which could be helpful to the Advisory Committee on Administrative and Budgetary Questions whose highly-developed professionalism and productive interaction with legislative bodies could in turn provide precise targeting of priority problem areas for JIU.

(c) JIU consultant funds have always been very modest. The General Assembly has recently urged Member States to select, for appointment as JIU Inspectors, candidates with special emphasis on personnel management, public administration, inspection, evaluation, management, administrative and financial, and other disciplinary skills and experience. Expanded use of consultants in JIU studies could supplement this desired diversity of expertise with maximum flexibility, allowing JIU to apply appropriate specialist skills to in-depth studies, particularly when they involve new management systems and technologies.

(d) A useful adjunct to more consultants, which would require only small additional resources, would be to invite Member States to make experts available to work with JIU Inspectors and staff. They could bring the latest in managerial expertise to bear on priority management problems affecting United Nations system organizations. There is ample precedent for such voluntary support by Member States in their consistently generous contributions to the peace-keeping activities of the United Nations.

27. The Inspectors present all these ideas to Member States so that they can better understand why JIU is proposing to shift from a strong emphasis on evaluation methodology and structure (where the Unit's catalytic work is largely completed), towards more direct evaluation work in practice, particularly of the management, budgetary and administrative areas that the General Assembly has identified in its resolutions 43/221, 44/184 and 45/237. The Joint Inspection Unit would appreciate guidance from Member States as to the best ways in which to reorient and strengthen its work in these areas. To the extent that a need for additional resources is implicit in such guidance, the Unit would welcome the support of Member States.

Notes

1/ Official Records of the General Assembly, Forty-sixth Session, Supplement No. 34 (A/46/34), paras. 2, 25.

2/ A/31/89 of 26 May 1976 and A/C.5/31/21 of 1 October 1976.

3/ "Joint Inspection Unit: Statute", Geneva, 1978, adopted by General Assembly resolution 31/192 of 22 December 1976.

4/ These reports were, in sequence:

"Report on evaluation in the United Nations system", JIU/REP/77/1 of March 1977;
"Glossary of evaluation terms", JIU/REP/78/5 of November 1978;
"Initial guidelines for internal evaluation systems of United Nations organizations", JUI/REP/79/2 of February 1979;
"Status of internal evaluation in United Nations system organizations", JIU/REP/81/5 and A/36/181;
"Second report on evaluation in the United Nations system", JIU/REP/81/6 and A/36/182;
"Status of internal evaluation in organizations of the United Nations system", JIU/REP/85/10 and A/41/201;
"Third report on evaluation in the United Nations system: Integration and use", JIU/REP/85/11 and A/41/202.

5/ These reports were, in the sequence mentioned:

"Report on programming and evaluation in the United Nations", JIU/REP/78/1 of March 1978;
"Report on the elaboration of regulations for the planning, programming and evaluation cycle of the United Nations", JIU/REP/82/10 and A/37/460;
"Second report on the elaboration of regulations for the planning, programming and evaluation cycle of the United Nations", JIU/REP/83/6 and A/38/160;
"United Nations system cooperation in developing evaluation by Governments", JIU/REP/82/12 and A/38/333;
"Evaluation system of the United Nations Development Programme", JIU/REP/83/5 and DP/1983/68;
"Reporting to the Economic and Social Council", JIU/REP/84/7 and A/39/281.

6/ These reports were, in sequence:

"Report on the United Nations public administration and finance programme, 1972-1976", JIU/REP/78/2 of March 1978;
"Evaluation of technical cooperation activities of the United Nations System in Sri Lanka", Volumes I and II, JIU/REP/79/16 of December 1979;
"Evaluation of the translation process in the United Nations system", JIU/REP/80/7 of April 1980;
"Evaluation of the Office of the United Nations Disaster Relief Coordinator", JIU/REP/80/11 of October 1980;

Notes (continued)

7/ "Follow-up report on the Management Advisory Service of the United Nations", JIU/REP/91/4 of 1991.

8/ These reports were, in sequence:

"Report on technical cooperation activities of the International Telecommunication Union", chapter IV, JIU/REP/86/4 and annex A to ITU document 6465;
"Note on the establishment of an internal evaluation system in the International Maritime Organization", JIU/NOTE/87/1 of 1987;
"Reporting on the performance and results of United Nations programmes: Monitoring, evaluation and management review components", JIU/REP/88/1 and A/43/124;
"Evaluation of United Nations technical cooperation project evaluation systems", parts I and II, JIU/REP/88/6 and E/1989/41 and Add.1;
"Evaluation of rural development activities of the United Nations system in three African least developed countries", JIU/REP/89/2 and A/45/76;
"An evaluative assessment of the technical cooperation activities of the International Maritime Organization in relation to maritime training", JIU/REP/89/3 of 1989 and IMO document C/E8 15/7.

9/ "Report of the Group of High-Level Intergovernmental Experts to Review the Efficiency of the Administrative and Financial Functioning of the United Nations", Official Records of the General Assembly, Forty-first Session, Supplement No. 49 (A/41/49); and "Review of certain aspects of FAO's goals and operations: Views and comments of the Director-General, Report of the Programme and Finance Committee, and Appendices", C/89/21 and Supp. 1.

10/ General Assembly resolution 36/228 of 18 December 1981; Economic and Social Council decision 1906/177 of 23 July 1986; A/41/304.

11/ Official Records of the General Assembly, Forty-first Session, Supplement No. 49 (A/41/49) paras. 51-56.

12/ General Assembly resolutions 40/259 of 18 December 1985; 42/218 of 21 December 1987; 43/221 of 21 December 1988; 44/184 of 19 December 1989; and 45/237 of 21 December 1990.

13/ These reports were, in sequence:

"Communications in the United Nations system", JIU/REP/82/6 and A/37/372;
"Cooperation between and management of libraries of the United Nations system", JIU/REP/84/1 and A/39/299;
"The changing use of computers in organizations of the United Nations system in Geneva: Management issues", JIU/REP/85/2 and A/40/410;
"Management of interpretation services in the United Nations system", JIU/REP/86/5 and A/41/648;

"From the optical disc pilot project at UNOG to an optical disc system for the United Nations", JIU/REP/89/11 and A/44/684; "The coordination of activities related to early warning of possible refugee flows", JIU/REP/90/2 and A/45/649.

14/ "Reporting on the performance and results of United Nations programmes: Monitoring, evaluation and management review components", chapter IV.F, JIU/REP/88/1 and A/43/124.

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